

Tobacco Township Band The Plan  
April 1998



*Tobacco Township*  
**Master Plan**

# *Tobacco Township Land Use Plan*

*April 1999*

## **Steering Committee**

### **Tobacco Township Board**

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Anita June Matthew	Treasurer
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Adopted by Planning Commission, \_\_\_\_\_

Date: \_\_\_\_\_

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# *introduction*

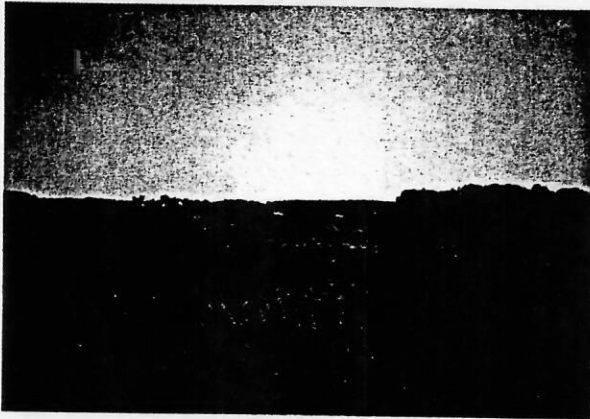
## land use planning for Tobacco Township

This Plan reflects the ideas and hopes of the community, translated into goals and actions. The purpose of the Plan, and all plans, is to provide a guide for future decisions, achieving a better community and environment.

This Plan is intended to address each of these goals, with the needs and desires of the citizens of Tobacco Township as the driving force behind each goal.

Land Use Plans serve to:

- Seek citizen input on needs and services
- Form a general statement of goals and objectives
- Provide an overall perspective for the future
- Develop a future land use map
- Guide the use of limited resources in the most efficient manner
- Promote the public health, safety and general welfare
- Preserve the quality of the environment in the Township
- Guide future zoning decisions



summer hay harvest in Tobacco Township

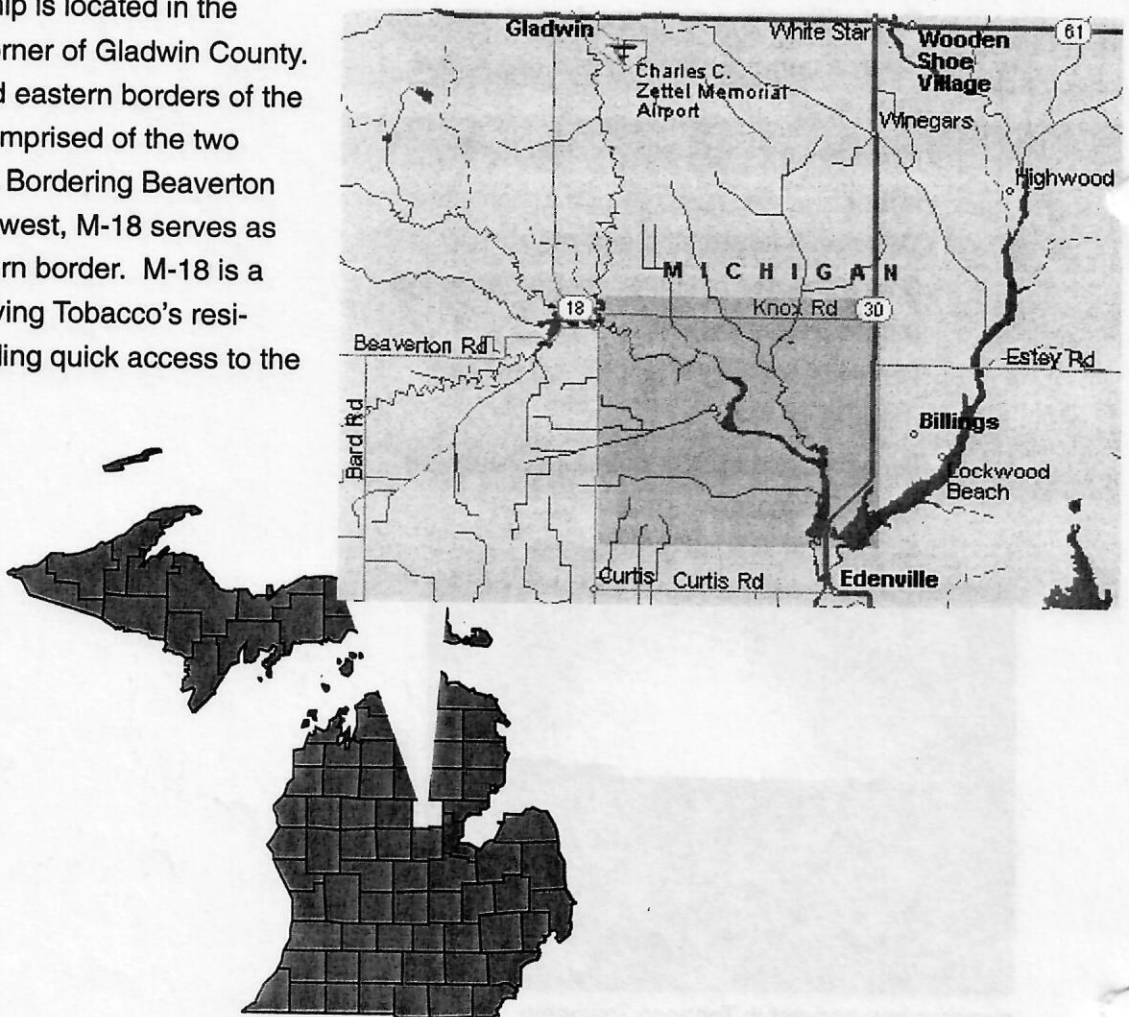
## *regional location*

### Tobacco's rural and waterfront location influences its development

Tobacco Township is situated along the Tobacco River, located in the southwestern portion of Gladwin County. The area surrounding this 36 square mile township is mostly rural, with the City of Beaverton adjacent to the northwest and Edenville to its southeast.

Tobacco Township is located in the southwestern corner of Gladwin County. The western and eastern borders of the Township are comprised of the two state highways. Bordering Beaverton Township to the west, M-18 serves as Tobacco's western border. M-18 is a major artery serving Tobacco's residents and providing quick access to the

cities of Beaverton, located just outside the Township, and Gladwin, 12 miles north on M-18. Also serving as a major thoroughfare for the Township is M-30, which divides Tobacco Town-



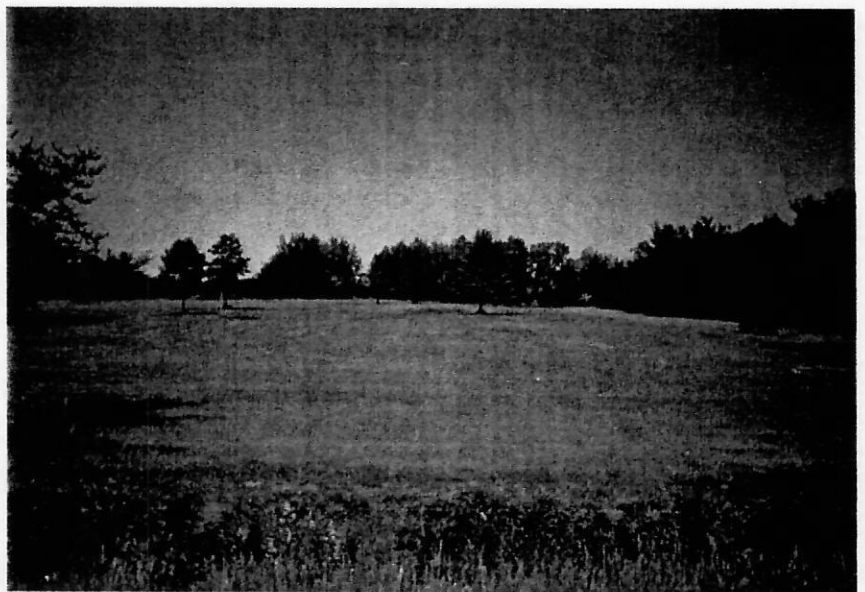
ship from Billings Township to the east. The nearest airport is located in the City of Gladwin, 12 miles north. The closest major airport is MBS International Airport, located in Saginaw County, an hour drive from the Township.

Tobacco Township attracts seasonal residents and recreational users with the presence of the Tobacco River and its tributaries, Cedar River and Wixom Lake. The Tobacco River divides the Township roughly in half on a diagonal. With only one river crossing on Dale Road, the Township has developed a traffic pattern which encourages development in the center section and at the

intersections of Dale and M-30 and M-18. The Cedar River crosses through the northwest corner of the Township.

To understand and plan growth and change in a community, it is important to recognize the local and regional factors which influence the community. Gladwin County is largely rural, with the majority of land uses devoted to agriculture. Some of the permanent housing units in the area are occupied only during the summer months. These factors, along with the access Tobacco Township has to M-30, M-18 and other major thoroughfares, influence how the community has evolved and how it is likely to continue to develop.

open country setting

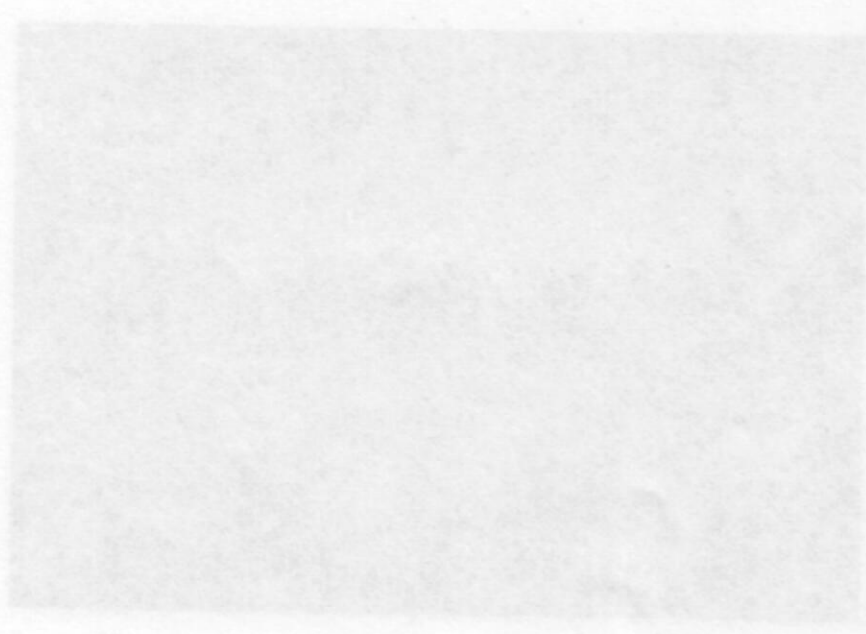


positions of D-1 and M-30 and M-18. The Cedar River crosses through the northwest corner of the township.

To understand and plan growth and change in a community, it is important to recognize the local and regional factors which influence the community. Grant County is largely rural, with the majority of land used devoted to agriculture. Some of the population housing units in the area are occupied only during the winter months. These factors, along with the local tobacco production, influence how the community has evolved and how it is likely to continue to evolve.

also from Illinois Township to the east. The nearest airport is located in the City of Grant, 12 miles north. The closest major airport is MSA International Airport, located in Jackson County, an hour drive from the town-ship.

Jackson Township attracts seasonal residents and recreational users with the presence of the Tobacco River and its tributaries, Cedar River and Wilson Lake. The Tobacco River divides the township roughly in half, one diagonal, with only one river crossing on this side, the township has developed a rich pattern which encourages development in the center section and at the



open country setting

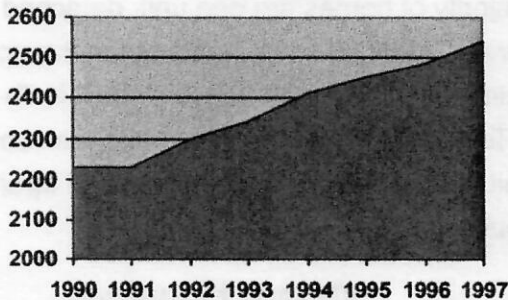


# existing characteristics

Residents, land and housing are integral parts of Tobacco Township.

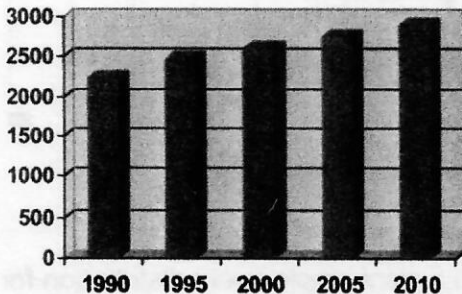
Tobacco Township, according to the 1990 Census, has 2,229 residents. Population estimates, also produced by the U.S. Census Bureau, show an average increase of 52 residents a year. Projections for Tobacco Township show continued growth through the year 2010.

## Population Estimates 1990-1997



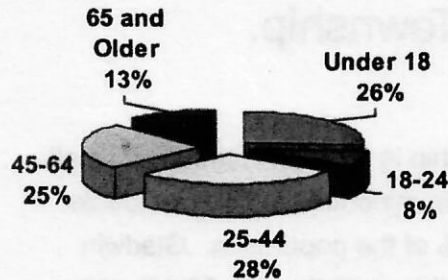
Source: 1990 U.S. Census, U.S. Census Population Estimates for Minor Civil Divisions, U.S. State Department of Management and Budget

## Population Projections 1990 - 2010



Source: Extrapolations from Michigan Department of Management and Budget, Office of the State Demographer, January 1996.

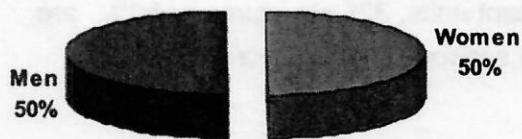
## Population by Age Group



Source: 1990 U.S. Census

The two largest population age groups in the Township consist of those 18 years and younger at 26% of the population; and those between the ages of 25 to 44 at 28% of residents. Though these age categories and their composition are consistent with both county and state averages, the different needs and characteristics of these age groups are important to consider when identifying services and anticipated growth for the township.

## Population by Sex



Source: 1990 U.S. Census

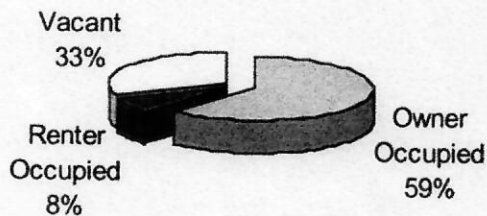
## Low vacancy rates are a good indication of the stability of Tobacco Township.

Tobacco Township is mostly white with a small number of ethnic minorities. White residents comprise 99.6% of the population. Gladwin County mirrors this statistic, with 99.1% of its total population identifying themselves as white. Men comprise 50.2% of the population and women 49.8%.

### *Housing*

There are a total of 1,221 housing units within Tobacco Township. Owner occupied housing units account for 59% of the occupied housing stock. The rest of the housing stock is divided between rental units and vacant housing. There are 96 rental units throughout the township. These rental units have an average annual vacancy rate of 1%. The rest of the housing stock, 405 units, are vacant. The majority of these vacant units, 325 structures or 80%, are used only seasonally or for recreation. This

### Housing in Tobacco Township

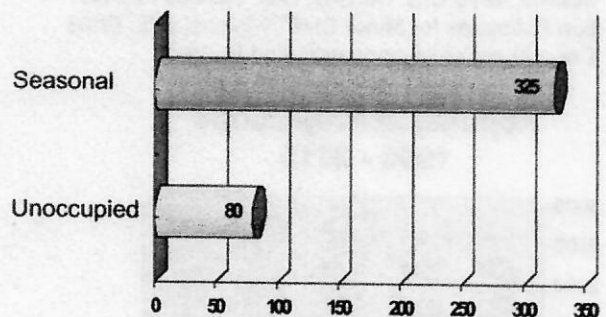


Source: 1990 U.S. Census

means the actual percentage of vacant housing in Tobacco Township is 7%.

The majority of homes are one unit, detached structures. Trailer and mobile homes make up approximately 20% of the housing stock in Tobacco Township. The remaining units are two to four unit houses, like duplexes and small apartment buildings.

### Vacant Housing



Source: 1990 U.S. Census

### *Employment*

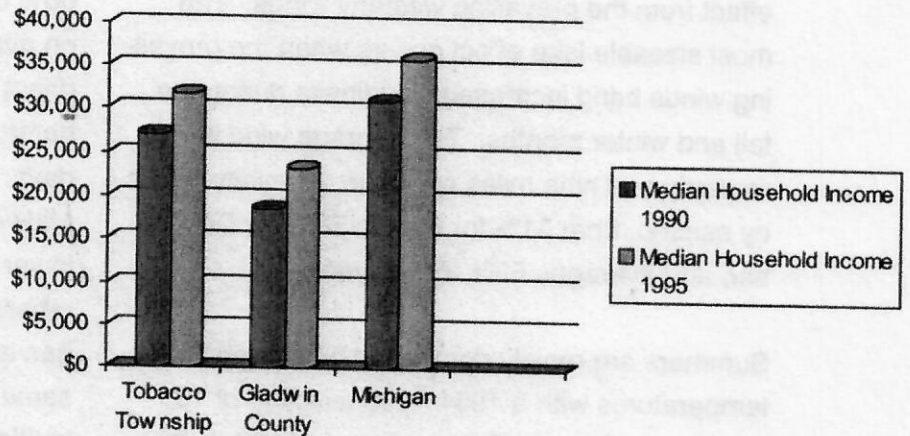
There is no typical employment distribution for Gladwin County or Tobacco Township. Approximately 40% of residents work in manufacturing and service related jobs. The balance report themselves as employed in the professional, technical, sales and administrative sectors. The 1998 average for Tobacco Township's unemployment rate is 5.4%, based on a labor force of 1,100.

## Median Income and Per Capita Income for the Township are higher than county averages.

### Income

Median household income levels for the township are \$8,461 above the County average. Both Tobacco Township, at \$27,048, and Gladwin County, at \$18,587, fall below the State's median income of \$31,020. Income estimates for 1995 show Tobacco Township's median household income increasing by nearly \$4,700.

### Median Household Income



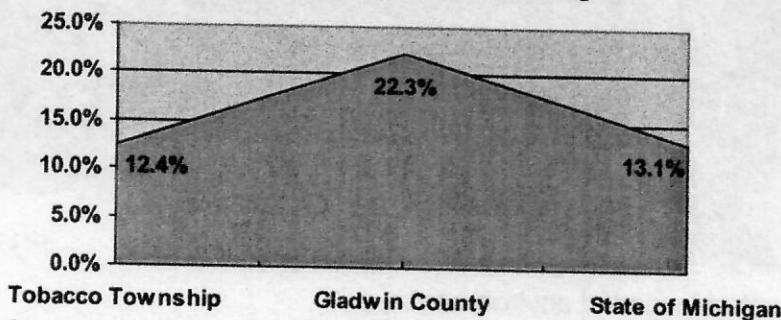
Source: 1990 U.S. Census and 1995 U.S. Census County Income and Poverty Estimates.

Examining the dollar figures for per capita income, which is the income for each individual as opposed to the income for a family or household, Tobacco Township is again above the levels for Gladwin County, but both the Township and the County are below State averages for per capita income. Tobacco's per capita

income is \$11,920 and the county's per capita income is \$9,482. Per capita income for the state is \$14,154 in 1990.

Finally, poverty statistics show Tobacco Township below the State average of 13.1% with a 12.4% of residents living below poverty. Gladwin County has a total of 22.3% of its residents living below poverty level.

### Percent Below Poverty



Source: U.S. Census Bureau, 1990

## *natural features*

features such as weather, soil types, and growing seasons can limit or encourage growth.

Located about 40 miles west of Saginaw Bay, Tobacco Township does experience some lake effect from the prevailing westerly winds. The most sizeable lake effect occurs when the prevailing winds bring increased cloudiness during the fall and winter months. The average wind is westerly and nine miles per hour. Humidity varies by season, from 51% for May to 78% for December, and averages 63% for the year.

Summers are mostly dominated by moderate temperatures with a 1951-1980 average of 10 days exceeding 90° F. An average of 172 days were 32° F or lower with an average of 17 days below 0° F. From 1951 to 1980, there was always at least one day with temperatures below zero.

The average date of the last freezing temperature in spring is May 18, with the average data of the first freezing temperature in the fall was September 22. The freeze-free period or growing season averages 126 days.

Precipitation varies throughout the year with the crop season (April through September) receiving 60% or 19.05 inches of rain. The wettest month on average is August with 3.61 inches, and the driest month is February with 1.35 inches. Thunderstorms occur annually on an average of 33 days. Located on the northeast fringe of the Midwest tornado belt, Michigan experiences a lower than average number of tornadoes than other Midwest states. From 1950 to 1987, Michigan averaged 15 tornadoes per year. During this same 37 year period, seven tornadoes occurred in Gladwin County.



natural wooded environment

Average snowfall is 52.1 inches. During this same thirty year period, 1950 to 1980, 91 days per season averaged one inch or more of snow on the ground, but varied greatly from season to season. Soil moisture replenishment during the fall and winter months plays an important role in the success of agriculture for this area. While drought occurs periodically, the Palmer Drought Index indicated drought conditions reached extreme severity only 3% of the time.

### *Soils*

Tobacco Township has five main soil types. They are:

- Sims Association
- Allendale-Pickford-Pinconning Association
- Crosswell-Au Gres-Rubicon Association
- Hettinger-Bowers-Iosco Association
- Iosco-Brevort Association

The Sims soils are located along the western portion of Tobacco Township. These soils are on a lake plain that contains some shallow depressions and drainageways. The soils are level, and poorly or very poorly drained. They are wet for long periods of time, especially in the spring. The natural fertility of these soils is great. If drained, they are among the best in the county for agriculture.

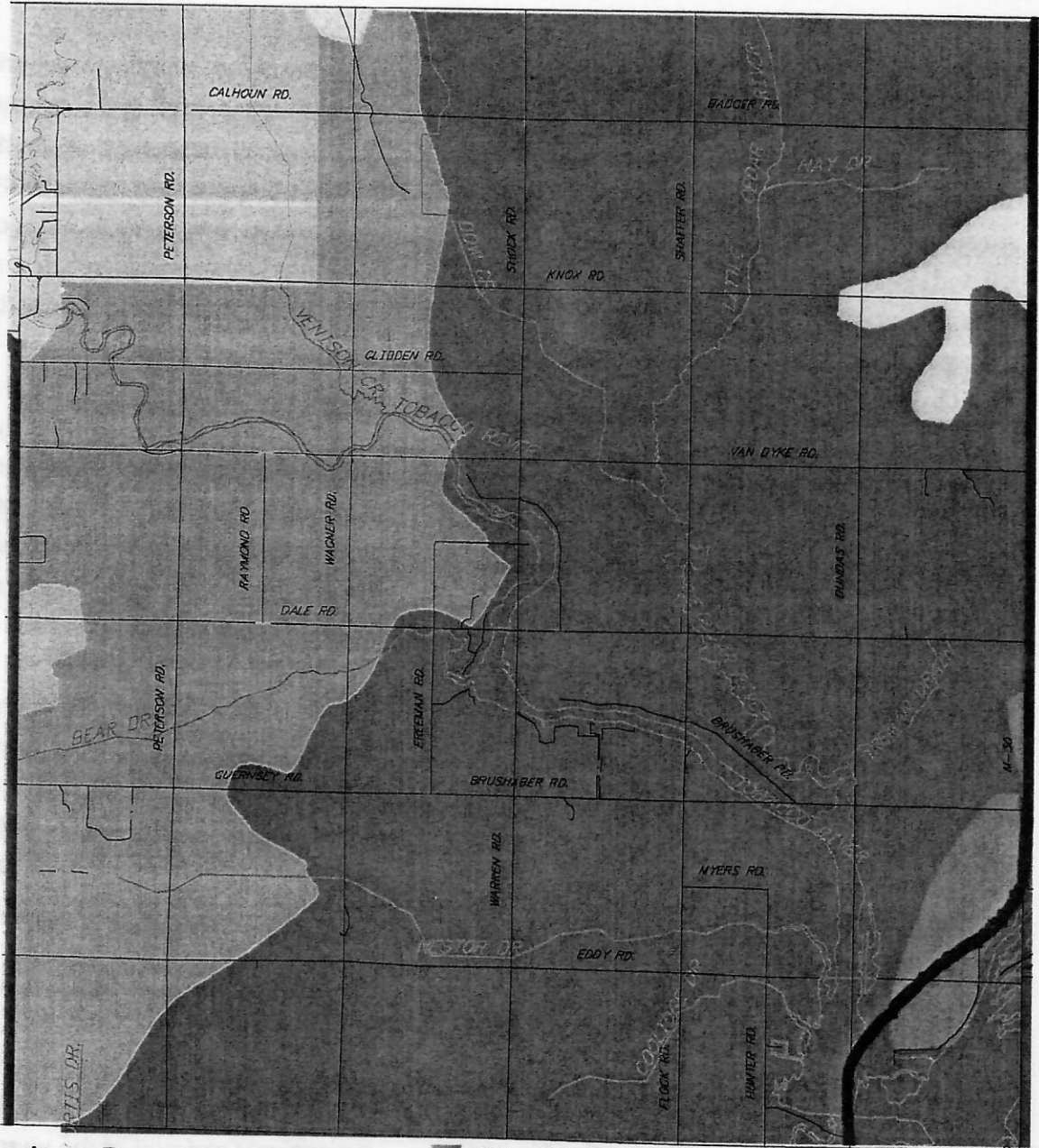
The soils in the Allendale-Pickford-Pinconning Association, located in the northwestern tip of the Township, have severe limitations. They are usually poor for crops because they are difficult to drain and hard to control. Most of the vegetation occurring in these soils consists of dense stands of birch and maple, and swamp hardwoods.

Located along the western edge of the Township, the Iosco-Brevort soils are poorly drained and have sandy and loamy subsoil and underlying material. Vegetation in these areas are mostly woodland and ground cover. Though some of these areas were cleared for farmland, most of the land is now fallow.

The Crosswell-Au Gres-Rubicon soils are found in a small portion of the northeast corner of the Township. The droughtiness and low fertility of these soils limit their use for cropland. The vegetation consists of sparse cover of aspen, white birch, red maple and ground cover.

The soils in the southeastern section of Tobacco Township along the Tobacco River are of the Hettinger-Bowers-Iosco series. They have a high water table and high organic matter. They are excessively wet part of the year. Drained acres of these soils can be used for cropland or for pasture. Undrained areas remain wooded or lie idle.

# General Soil Map



- losco-Brevort
  - Hettinger-Bowers-Iosco
- Allendale-Pickford-Pinconning
  - Crowell-Au Gres-Rubicon

source: United States Department of Agriculture Soil Conservation Service

## *existing land use*

the way land is used and could be used helps determine the potential of a community.

The existing land use is probably the most important piece of data to analyze among the existing characteristics in a community. Statistics concerning population, income, housing and natural features are necessary, but nothing tells the story or the history and potential future of a community than the way land is used or could be used, given proper planning.

The land use is mapped using several techniques. In Tobacco Township, with large tracts of wooded land, the planning consultants used aerial photos to begin to identify the inaccessible tracts of land, verify bodies of water and location of roads. A driving survey, which took place in the summer of 1999, followed the initial mapping. During a driving survey, the consultants travel each road in the Township and verify land uses, noting aspects that will influence the future land use planning process. These can include unusual land forms, nonconforming uses, nuisance features, road configuration or other unique features in the Township.

After this information is collected and verified, the Township has a base from which to make long range planning decisions.

The land uses in the Township are divided into seven classifications for purposes of mapping.

The Township is roughly 36 miles square. Acreage in the charts do not add up to exactly those of a 36 square mile Township due to roads and water bodies.

### **Existing Land Use in Tobacco Township**

<b>Land Use</b>	<b>Acreage</b>	<b>Percent</b>
Agricultural	6,170	29.13%
Commercial	65	0.31%
Industrial	15	0.07%
Institutional	47	0.22%
Residential	1,356	6.40%
Vacant	2,163	10.21%
Woodlot	11,368	53.66%
<b>Total</b>	<b>21,184</b>	<b>100.00%</b>

Source: Spicer Group Driving Survey, Summer 1999

# existing land use

The way land is used and could be used helps determine the potential of a community.

The Township is roughly 88 miles square. Areas in the north do not add up to exactly 88 square miles Township due to water and water bodies.

The existing land use is probably the most important piece of data to analyze among the existing characteristics in a community. Factors such as zoning, location, income, housing and cultural factors are necessary, but not sufficient for the study and potential future of a community. The way land is used or could be used, given proper planning.

## Existing Land Use in Jackson Township

Land Use	Acres	Percentage
Residential	21,184	24.08%
Commercial	11,369	12.81%
Industrial	5,183	5.89%
Forest	1,000	1.14%
Open Space	42	0.05%
Water	12	0.01%
Other	38	0.04%
<b>Total</b>	<b>87,717</b>	<b>100.00%</b>

Source: Salem Group Survey, Summer 1999

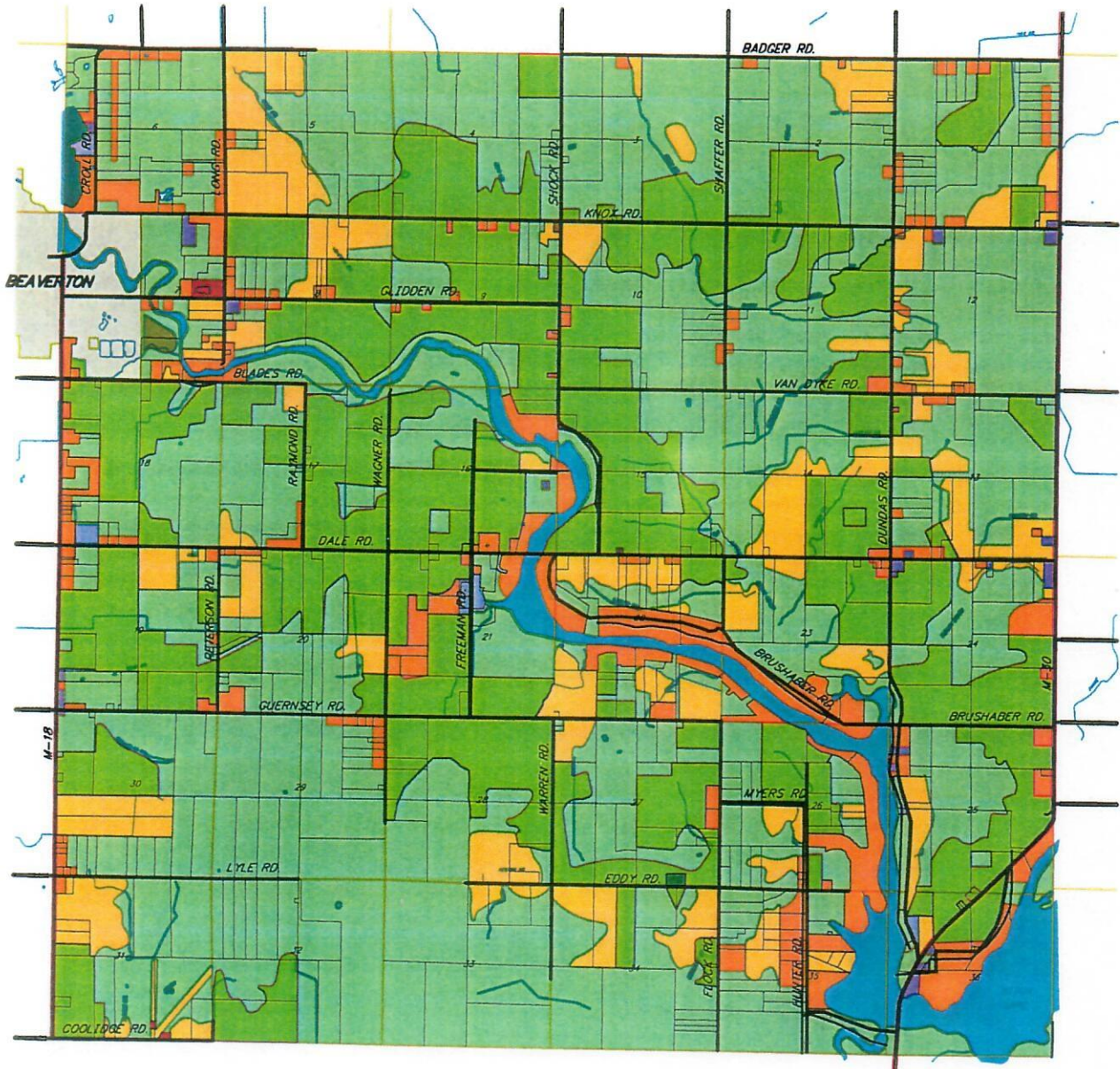
The land use is mapped using several factors. In Jackson Township, the large areas of wooded land, the growing population and land parcels in need of timely re-zoning. The land use is very diverse and includes a variety of uses. A primary survey was conducted in the summer of 1999. Following the initial survey, a secondary survey, the community was each used in the Township and very land use. The survey data will indicate the land use and zoning process. These can be used to assess land use, nonconforming uses, zoning, lot configuration or other unique features in the Township.

After this information is collected and verified, the Township has a base from which to begin the long-range planning process.

The land use in the Township is divided into seven categories for purposes of mapping.



# existing land use map












TOBACCO TOWNSHIP  
T.17.N. - R.1.W.  
GLADWIN COUNTY, MICHIGAN

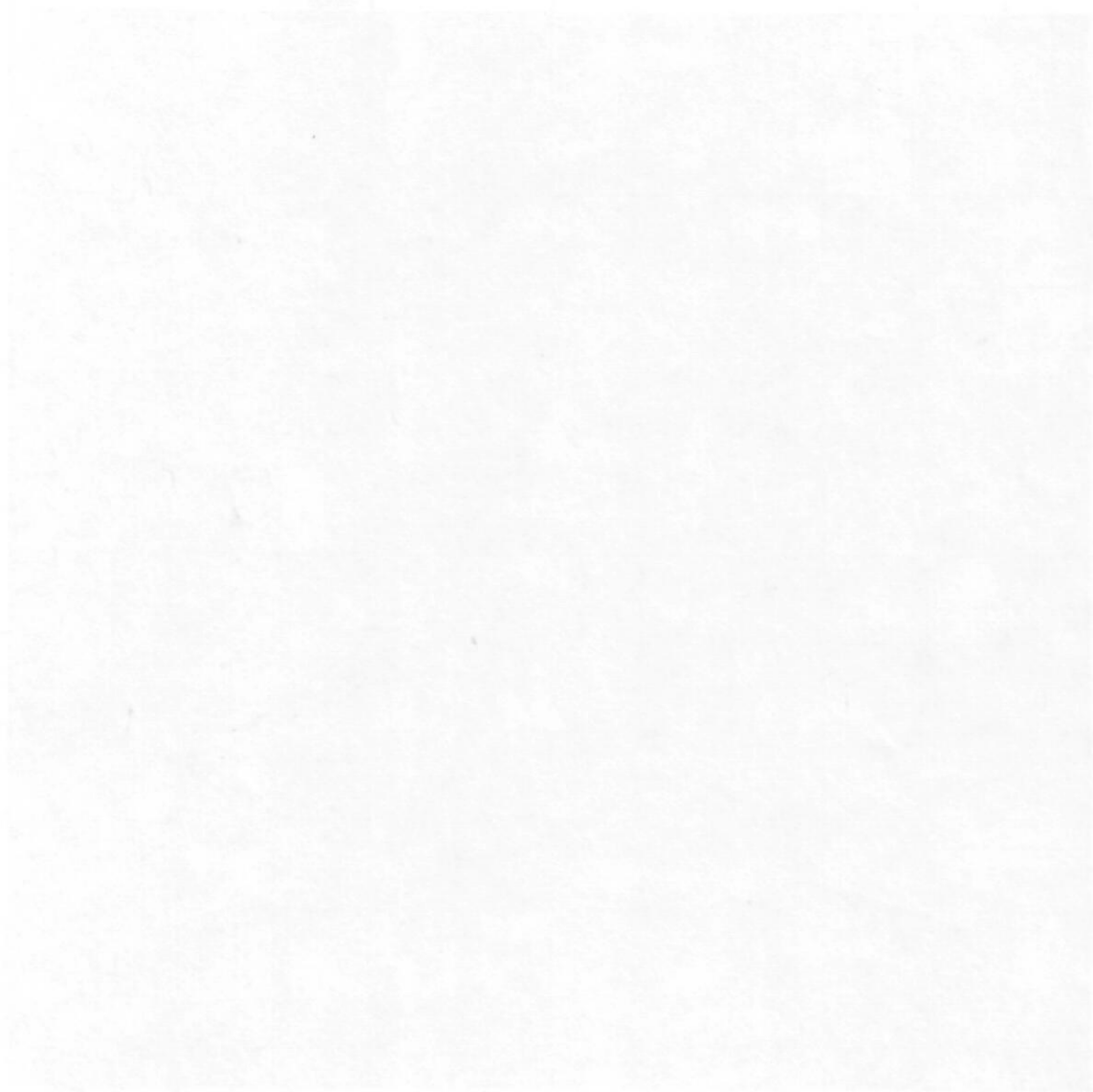


WATER COURSES  
ROADWAYS  
HIGHWAYS

**LEGEND**

	INDUSTRIAL		WOODED
	INSTITUTIONAL		COMMERCIAL
	AGRICULTURAL		RIVER
	VACANT		CITY LIMITS
	RESIDENTIAL		

EXPERIMENTAL DATA SHEET



1. Name: \_\_\_\_\_  
2. Date: \_\_\_\_\_  
3. Title: \_\_\_\_\_  
4. Objective: \_\_\_\_\_  
5. Theory: \_\_\_\_\_  
6. Procedure: \_\_\_\_\_  
7. Results: \_\_\_\_\_  
8. Discussion: \_\_\_\_\_  
9. Conclusion: \_\_\_\_\_  
10. Signature: \_\_\_\_\_

## *Land Use Classifications*



### **Agricultural**

This classification describes all land area used for crops or pasture as well as all orchard facilities.



### **Residential, Single Family**

This classification is for areas with single family dwellings and accessory structures.



### **Residential, Multiple family**

This classification is used for two family dwellings and accessory structures.



### **Commercial**

Included in this category are all parcels containing commercial facilities.



### **Industrial**

Included in this category is land used for processing, manufacturing, fabricating, assembling materials, or for the outside storage of equipment and materials.



### **Public/Institutional**

Land area in this category is used for public and government buildings, parks and cemeteries.



Schools, both public and private, as well as churches, are included in this classification.



### **Vacant/Wooded**

All existing vacant or undeveloped parcels are included in this category.



## *Land Use Analysis*

### **Agricultural**



Agriculture is the largest developed land use in Tobacco Township. 29.13%, or 6,170 acres are used for agricultural purposes. Agricultural land also includes some fallow ground, but not brush, or fields that have remained uncultivated for more than a few years, judging from a visual survey. Agricultural land is generally located in pods on both sides of the river to form a diagonal patch across the Township. Other agricultural land is located in

smaller quantities throughout the Township. Most of the land appears to be planted in corn, beans, wheat and other crops. While agriculture defines the character of the community, it does not dominate the Township from a land use standpoint.



### **Residential**

Residential land comprises 6.4% of land use or 1,356 acres. Most of the residential land is in small tracts and subdivisions along the water, with some development around the City of Beaverton. The balance of the housing is associated with farms or sparsely located along road frontages throughout the Township. There are very few duplex or multiple family dwellings anywhere in the Township, although these can be difficult to identify from the road if they are converted single family dwellings. There is a campground and several instances of more than one dwelling located on a single lot, indicating a form of multiple family housing.

Residential uses vary from large, resort style housing along Wixom Lake to small, original stick built homes. Almost all the housing in the Township appears to be in fair to good repair.



### **Commercial**

Sixty-five acres (.31%) of all land is commercial land. This land dots the Township, with no central location for these uses, although most are located at intersections. These intersections are M-18 and Guernsey Road, M-30 and Dale and M-30 and Knox Road, with some located just outside of Beaverton. Those that are not in these locations often appear to have grown out of a home occupation or a barn. Commercial uses include a marina supply, gas stations, convenience stores, auto repair, nursery, gift shops, fruit stands, campgrounds, carpet stores, temporary structures, and several other miscellaneous retail uses, totaling less than twenty in all. There does not appear to be an immediate need for additional commercial land, given the proximity to Beaverton and the level of vacancy in the City store fronts, however, some commercial land may be necessary to house larger uses.



### **Industrial**

There is also very little industrial land in the Township. Industry occupies 15 acres or .07% of land. Industrial uses are also scattered along main roads. There are five known industrial uses, all located on main roads. These are a salvage yard, Wolverine Electric Power, a land clearing business, tool and machining and stor-

age of heavy industrial equipment. Proximity to the City of Beaverton and the presence of industrial land in the City may also influence the need for industrial land.



### **Institutional**

Institutional uses are minimal in the Township. Four churches, the Township Hall, a cemetery and their associated properties are the institutional uses, totaling 47 acres or .22% of all land. These types of uses are important to note on an existing land use study because they are often located to serve a specific population, such as the Township Hall, or a regional population, such as a church. Much of the 47 acres noted is not developed in structures. Institutional uses often remain in the same location for long periods of time making these uses "fixtures" that should be retained in the future when possible.



### **Wooded**

Wooded land is the largest land use in the Township. Wooded land includes both dense growth and the combination of scrub, shrub and new trees. 53.66% of all land is wooded, or 11,368 acres. The majority of six sections of the Township is wooded, mostly in the southwest corner and across the northern sections of the Township. Roughly half of another six sections is wooded, making this the predominant

characteristic from both the air and the road. Houses are built in some of the wooded areas, but in more instances wooded areas are populated by dense tree growth. Wooded land constitutes a major natural feature in the Township, raising the question about how to plan for the future to develop or preserve these areas.



### **Vacant**

Vacant land is the third largest land use at 10.21% or 2,163 acres. Vacant land is generally clear of most trees and is not used for agricultural purposes. This classification is important because as already cleared land, it may be considered attractive for other uses in the future. Much vacant land is adjacent to agricultural land, indicating it may have been agricultural land at one time, or was cleared at one time. Some low lands are also classified as vacant due to their appearance from the road or air and may be wetlands or otherwise unsuitable for development.

### **Natural Features**

Wixom Lake, the Tobacco River and dense woods are the primary natural features in the Township. The lake and river attract seasonal residents, increased traffic volume and water activity. The river provides many vistas for homes and natural habitats, thoughts to consider when determining how this land will be used in the future.



# *community input review*

local citizens participate in the land use plan in order to guide the development of the Township.

Land Use Plans are founded on the goals of the community. A good Plan will seek out the community's ideas and dreams and synthesize those ideas into goals and objectives, portrayed in maps, charts, text and in Tobacco Township, pictures. These goals and objectives drive the Plan. Goals and objectives are portrayed in two ways: First, as a map showing the intended use of land in the future and second, as a set of action items.

The level and type of community input was outstanding in Tobacco Township. Residents had the opportunity to answer a community opinion survey, attend a facilitated community input session, and selected participants were also asked to go out into the community and photograph places and events they felt represented land use issues in the Township.

## *Survey*

The survey was distributed to 500 randomly selected households in the Township. 185 surveys were returned, for a 37% participation rate. This is very high for a mailed survey, but in Tobacco Township, citizens are involved and concerned and their comments and suggestions show this. The survey was designed to ask similar questions as those asked in the commu-

nity meeting, with the intent of gathering comparable input, at least by subject, from varying groups within the community. Survey results are included in this document in the appendix along with resident's comments.

## *Meeting*

In September of 1999, a community input meeting was held at the Township Hall. The purpose of the community input meeting was to discuss the various issues facing the Township and establish goals for the future. The session was well attended by a cross section of residents. Twenty-one people arrived, ready to offer their input. Of the attendees, 81% were residents of Tobacco Township for 10 years or more. Only one attendee had dependent children living with them. After two hours of discussion, laughs, dissention and some consensus, we learned that Tobacco Township has a strong desire to maintain their waterfronts, their rural character and a peaceful community. The meeting focused on seven areas of interest:

- general community character
- residential development
- agriculture
- commercial development
- industrial development
- major community features
- other issues

local citizens participate in the land use plan in order to guide the development of the Township

*Photos*

During the community input meeting, six disposable cameras were distributed to volunteers who were asked to take pictures of things in the community that they like, dislike, are representative of Tobacco Township, or show any other features or ideas they felt were important to note. We asked them to document each photo with a short explanation of why they took the picture and what it means to them. This part of community input was the most interesting. The cliché, "a picture says a thousand words" is really true. Some of these pictures are incorporated into this document in this section and elsewhere. The photo survey format is contained in the appendix.

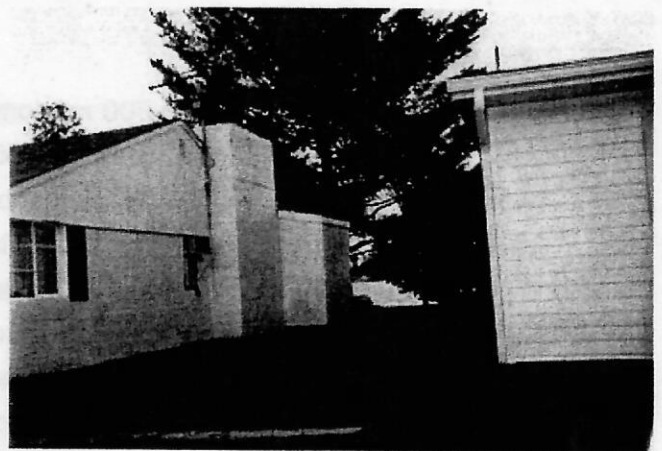


an example of unenforced regulation

Pictures showed the structures and places that form the identity of the Township. Very old farms



centennial farm



houses on the waterfront on narrow lots



and homesteads, the Township hall, and the waterfront are examples. Some people documented problems, including the effects of lots that

are too narrow, junk cars and an inaccessible waterfront.

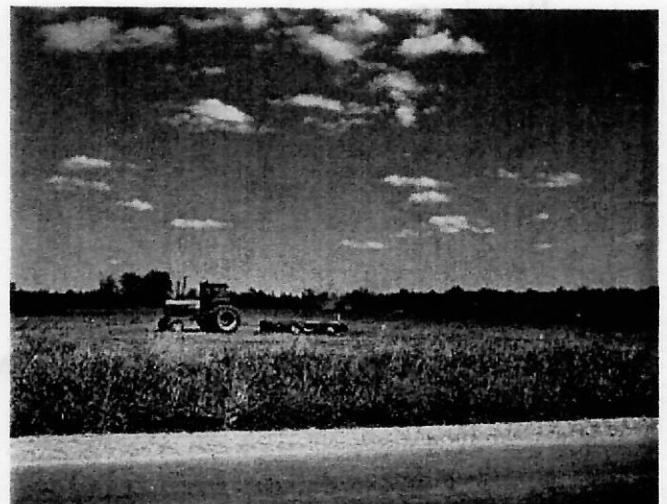
Photographing issues not only documents a person's input, but the process of choosing the picture and act of taking it causes people to go through the basics of land use planning in their own minds, in ways that mean something to them as residents. What's wrong? What's right? How should it change? What should my surroundings look like in the future?



a "perputual garage sale"



road providing access to state land



an example of farming

### *General Community Character*

At the community input meeting the objective was to collect the information and opinions on the six identified community characteristics. This section synthesizes the group's ideas about their community, divided into the categories of Positives and Negatives.

#### Positives:

- Quiet, farmland
- Controlled growth
- Large lots, open space
- Lakefront, water recreation
- Small town, country atmosphere
- Close to towns, but rural
- Good public services and schools

#### Negatives:

- Noise on the river
- Unpaved roads
- Dangerous roads
- Sewage overflows
- Lack of Police protection
- Lack of natural gas service
- Too many boats
- Unreasonable expectations of new residents



### *Agricultural Development*

The discussion on agricultural issues focused on the need to preserve agricultural land and preserve the rights of farmers. There is a demand for land for housing, yet farming is a mainstay of the community. Several conflicting views arose at the community input meeting regarding farming, agricultural land and how to regulate it. People felt that farms should be preserved through any means possible, yet farmers should not be prohibited from selling their land if farming was no longer profitable for them. Should the Township have large lot requirements in its zoning ordinance? These requirements would preserve open space to be held in individual ownership or promote conservation style development. This would encourage more densely developed areas with community based open space requirements.

A related concern was the general conflict felt between existing agricultural operations and new residential areas. New houses are built near farming and the residents complain that there is too much odor, noise, dust and related nuisances associated with farming. People at the meeting asked that the zoning ordinance clearly state that

farming in an agricultural zone has precedence over the needs of individually developed residential lots. One solution aimed at achieving protection for farmers against this type of complaint is to separate the agricultural zones from the residential zone, which is not the case now.



### *Residential Development*

Residential development raises many concerns as well. These range from the need to foster a diverse community, and therefore diverse housing, to a desire to limit growth entirely, and discourage more new housing. Tobacco Township has both seasonal and year round residents. Most seasonal residents live on the water. Each group has different needs.



To make the situation slightly more complex, the Township has no municipal water or sewer and many very narrow, developed lots, creating a public service and sometimes a health concern when sewage overflows to the Tobacco River during storms. The combination of all these issues has caused residents to want to curb growth as much as possible while new zoning

regulations are written to protect water resources, limit growth and plan for better infrastructure in residential areas.



### *Commercial Development*

Everyone agreed that commercial development was positive in the Township, but in limited areas and numbers.

There is not a vacancy problem in commercial structures within the Township, but Beaverton is experiencing high vacancy rates in the City, leading the Township residents to fear establishing more commercial areas. Currently, there is commercial development along the main roads and sprinkled throughout the Township at the corners of roads. Most people felt the existing road frontages were good areas to expand commercial uses, while limiting these uses to retail development.

A hesitation about commercial development arose when people discussed buffering and the hours of business operation. The Township needs increased site development standards for new development and good, consistent enforcement for existing development. These revised standards would make commercial uses good neighbors regardless of location.

Home occupations was a point of discussion. As a staple of rural commercial development, home occupations are accepted and desired in Tobacco Township, but within limits and suitable regulations to ensure they are not obtrusive to neighbors or operating beyond their original intent.



### *Industrial Development*

There is very little industrial development in Tobacco Township. Two main types of industrial uses have come to reside in the Township. Most of these uses have grown out of home occupations and are now housed in pole barns and homes that once were agricultural operations. The other type of industrial use are those related to marine operations, given the presence of water and boating activity in the Township.

People desired industrial development to shore up the tax base, yet realized that without infrastructure, there was a limited type of industrial use that would desire to locate here. Some discussion centered around development of a light industrial park to achieve the tax base objective, but also to centralize industry and potentially run infrastructure to serve a park.

### *Major Features*

Wixom Lake and the Tobacco River are the major features of the Township. All issues discussed in this category seem to eventually come back to the strong need to preserve adequate access to high quality water resources. Riparian rights, sewage overflows, inadequate lot size and seasonal needs all popped up in this category, even though they had been discussed at least once in previous categories. People want to preserve the water for everyone but not overuse the river and lake, as has been an issue. This is probably the most complicated of the land use issues presented in the Township. Most of the water front land on narrow lots has been developed. The damage has been done with respect to preserving the views and access to the water, yet there is still a need to correct problems where possible. Some of these are land use issues that can be addressed reasonably within the Plan, but many are beyond the scope of a Land Use Plan but still need resolution. Several of these items are addressed in the actions items in the Goals section.

# goals

from the community input meeting, survey and photos, residents helped form goals for the future of the Township.

Articulating goals about what should change and what should stay the same is especially important when a community is defining its direction for the next ten years. The Community Input section is summarized in these goals:

## *Analysis and Goals* *General Community Character*

Tobacco Township is described as a quiet, rural area. It has a small town atmosphere and amenities nearby, but is largely rural, and that's its strong point. People are very adamant about keeping the area rural, with large lots, controlled growth and lots of open space. At the same time, residents would like to keep their quality of life through improved public services. These desires are reflected throughout the goals for the community.

### **Goal: Foster a rural atmosphere**

#### Actions

- Control growth through planning and zoning mechanisms
- Slow traffic and improve traffic safety
- Limit growth of nonresidential uses throughout the Township

### **Goal: Improve public services**

#### Actions

- Eliminate sewage discharges to rivers
- Improve police patrols
- Upgrade road quality

## *Agricultural Development*

Discussions about agriculture spur debate about the need to preserve farmland and open space and the need to allow farmers to sell to developers if they choose. These opposing viewpoints generated much discussion and several solutions, none of which will serve everyone's needs, but hopefully will serve the community as a whole.

### **Goal: Preserve agricultural land**

#### Actions

- Revise zoning to separate agricultural and residential uses
- Adopt conservation development or large lot zoning ordinance
- Set aside farmland in Future Land Use Plan

### **Goal: Preserve right to farm**

#### Action

- Adopt high intensity farming regulations
- Revise zoning to separate agricultural and residential uses

### *Residential Development*

Residential development brought out two schools of thought. One group felt that housing growth should be limited, if not stopped, to prevent the loss of the rural character and exacerbate existing utilities problems. The other group felt that the Township should stress that it is affordable to everyone by encouraging a mix of high quality housing including modular homes, duplexes and multifamily units. The consensus represents both group's concerns.

#### **Goal: Limit residential growth**

##### **Actions**

- Encourage large lot zoning
- Promote more sensitive development through Planned Unit Development and conservation regulations
- Revise land division provisions and enforcement

#### **Goal: Improve quality and mix of housing**

##### **Actions**

- Encourage duplex and limited multifamily housing
- Address narrow lots and related sewage overflow problems
- Revise zoning to address blight

### *Commercial Development*

Commercial uses are accepted and desired in the Township. As with most rural areas, commercial uses are more accessible when scattered throughout the Township, but developed in a sensitive way. Tobacco is no different. The goals for commercial development intent that these uses serve Township residents, do not intrude on existing residential and agricultural development and do not dominate any one area of the Township.

#### **Goal: Limit commercial uses to specified areas**

##### **Actions**

- Designate selected areas of M-30 and M-18 as commercial
- Encourage businesses that serve residents and marine needs through zoning
- Improve home occupation regulations in the zoning ordinance

**Goal: Separate intensive commercial uses from less intensive uses**



**Actions**

- Establish two commercial zoning categories in the zoning ordinance
- Limit the types of commercial uses allowed in the Township
- Limit the location of each type of use on the Future Land Use Map

***Industrial Development***

Industrial development is desired as a secure tax base, but not coveted because of its associated headaches in a rural area. Given the strong desire to maintain a rural atmosphere, promoting industrial development seems contradictory. This goal reflects a cautious but interested approach to courting industrial uses.

**Goal: Encourage light industrial growth**



**Actions**

- Research the need and feasibility for a light industrial park
- Plan for new industrial area on the Future Land Use map
- Revise zoning to restrict industrial uses and regulate industrial park

***Major Features***

Probably the most complicated set of concerns came up in this category. As a result, the action items may or may not fall under land use control, but we list them here because it will take a comprehensive effort to preserve the water resources in the Township.

**Goal: Protect lake and river quality and access**

**Actions**

- Research sewage overflow concerns. Consider sewage treatment options
- Revise zoning to regulate river and lake development requirements
- Delineate lake and river access points for public and private use

**Goal: Protect woodlands**

**Actions**

- Conserve wooded land during residential development through conservation development
- Set aside wooded land for recreational use

Goal: Restore remaining commercial uses



- Review the zoning code to determine if any commercial uses are currently allowed in the Township.
- List the location of each type of use on the Future Land Use Map.
- Establish two commercial zoning categories in the zoning ordinance.
- List the types of commercial uses allowed in the Township.

Industrial Development

Industrial development is desired as a secondary use, but not a primary use of the land. It is desired in a well-served area. Growth in the Township should be maintained and encouraged. The industrial development zoning ordinance should reflect a balance between the need to encourage industrial development and the need to protect the environment.



Goal: Encourage light industrial growth

- Review the need and feasibility for a light industrial park.
- Find a suitable site for a light industrial park on the Future Land Use Map.
- Review zoning to determine if light industrial uses are permitted in the Township.

Water Resources

Probably, the most important use of resources is water. As a result, the action items for this category are to ensure that water is available for all uses and that water quality is maintained. It is important to ensure that water resources are protected and that water quality is maintained.

Goal: Protect water and water quality and

Actions

- Review zoning ordinance to ensure that water resources are protected.
- Review zoning ordinance to ensure that water quality is maintained.
- Review zoning ordinance to ensure that water is available for all uses.
- Review zoning ordinance to ensure that water resources are protected.

Goal: Protect woodlands

Actions

- Review zoning ordinance to ensure that woodlands are protected.
- Review zoning ordinance to ensure that woodlands are protected.
- Review zoning ordinance to ensure that woodlands are protected.



# *future land use*

this section shows land use as we expect it to look over time, but not the rate at which the process takes place.

The future land use in this Plan has a ten to fifteen year horizon. This is the first Future Land Use Plan and Map the Township has adopted. Future land uses as outlined in the goals and objectives and shown on the Future Land Use map are intended to convey the community's desire to promote an agricultural environment, commercial and industrial growth and new housing while maintaining and preserving the river corridor and wildlife. Every goal stated will not be achieved, nor will every parcel of land be developed as shown. Though changes for land use in the Township may appear drastic, these changes in land use should serve as guidelines. These proposed changes are not effective until zoning is

changed to allow development of the varying types to occur.

Comparing the Existing Land Use Map to the Future Land Use Map, it is obvious that several land use categories have changed. The Future Land Use Map provides for three residential and two commercial land use classifications. The Future Land Use categories include a waterfront residential land use and split commercial land use into two categories: neighborhood commercial and regional commercial. Aside from adding new categories, the Future Land Use Map also combines agricultural and wooded land uses.

## *Future Land Use Table*

Land Use Category	E.L.U. Acreage	E.L.U. %	F.L.U. Acreage	F.L.U. %
Agricultural	6,170	29.13%	n/a	n/a
Wooded	11,368	6.40%	n/a	n/a
Agricultural/Wooded	n/a	n/a	15,134	71.40%
Commercial	65	0.31%	n/a	n/a
Neighborhood Commercial	n/a	n/a	181	0.80%
Regional Commercial	n/a	n/a	528	2.50%
Industrial	15	0.07%	314	1.50%
Institutional	47	0.22%	n/a	n/a
Vacant	2,163	10.21%	n/a	n/a
Residential	1,356	53.66%	n/a	n/a
Waterfront Residential	n/a	0.00%	851	4.00%
Single Family Residential	n/a	0.00%	4,076	19.20%
Med. Density Residential	n/a	0.00%	100	0.50%

# Future Land Use

The Future Land Use Chart shows the acres of land devoted to each land use on the Future Land Use Map as well as the existing land use and the change in acreage from the existing land use to the future land use in each category. All future land use acreage are estimates, and in keeping with the intent of long term planning, delineations on the map are intended to be fluid boundaries.

There are several changes in the future land use categories. Agricultural and wooded land use categories are combined. The change in acreage reflects agricultural and wooded combined in the existing land use versus in the future land use. At the same time, there is also more land shown as residential. This is consistent with the goal of maintaining a rural atmosphere. The commercial category is now divided into neighborhood and regional commercial uses. Future commercial land has increased percentage-wise more than any other category. 709 acres are now devoted to commercial land use in order to address anticipated needs and control the location of the two levels of commercial intensity shown. Industrial land has also increased by a large percentage. Through its future land use plan, the Town-

ship is taking a proactive approach to regulating industrial land. An industrial park is desirable, as are other industrial uses, in specified locations.

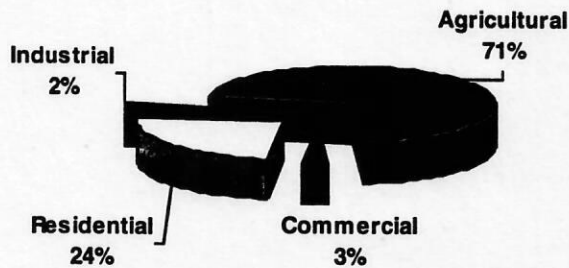
No institutional land is shown on the future land use chart of map. Generally, institutional uses are allowed within all zones, sometimes under special conditions. Because of this, there is no need to establish a specific zone for this type of use.

The Plan identifies the need for more housing of varied types. The Future Land Use map shows this, divided into three categories to help maintain control over the type and density of residential units added.

It is important to note that the total acreage shown for the Township is less than the 23,040 acres that actually exists. This is because the land use, both existing and future, does not include roads and water, or the City of Beaverton, which comprise roughly 1,856 acres in Tobacco Township.

Tobacco Township is committed to preserving its

### *Future Land Use Chart*



rural character while providing a desirable environment for its residents. In order to accomplish this, two major changes are shown on the Future Land Use Map with respect to commercial land use. Commercial land use has been divided into two categories: neighborhood commercial and regional commercial. The purpose of the neighborhood commercial classification is to allow for commercial uses which appear to have grown out of a home occupations or serving local residents, such as nurseries and fruit stands. This also allows for the operation of markets and other commercial uses not located on the highways.

The regional commercial classification is designed for commercial uses located on the highways and geared toward larger and more intense commercial uses, such as a large retail store. The commercial land use designation has in-

creased in size to allow for existing operations to continue, to promote infill development and recognize the possibility of more intense commercial development in limited areas.

Planned residential land use districts also underwent changes reflected in the Future Land Use map. A Waterfront Residential land use category was added. This land use is adjacent to the Tobacco River for the majority of the riverfront in the Township. The purpose of this category is to provide an area for residential development that encourages greater protection of the river and natural environment. Several issues that can be addressed in this classification include lot size, waste disposal systems and conservation development.

The agricultural and wooded land use classifications compose the largest uses in the Township. These two categories are combined in the future land use because the goal of the Township and its residents is to protect and sustain these local features. Combined, this land use comprises 71% of Tobacco Township.

## Future Growth for the City



needed in size to allow for existing demands to continue, to permit further development and recognize the possibility of more intense commercial development in limited areas.

Planned residential land use districts was under way and major projects in the Future Land Use Map. A historical residential land use category was added. This land use is adjacent to the Johnson River for the majority of the district in the Township. The purpose of this category is to provide an area for residential development that encourages greater protection of the river and natural environment. Several issues that can be addressed in the rezoning include lot size, water disposal systems and on-street parking.

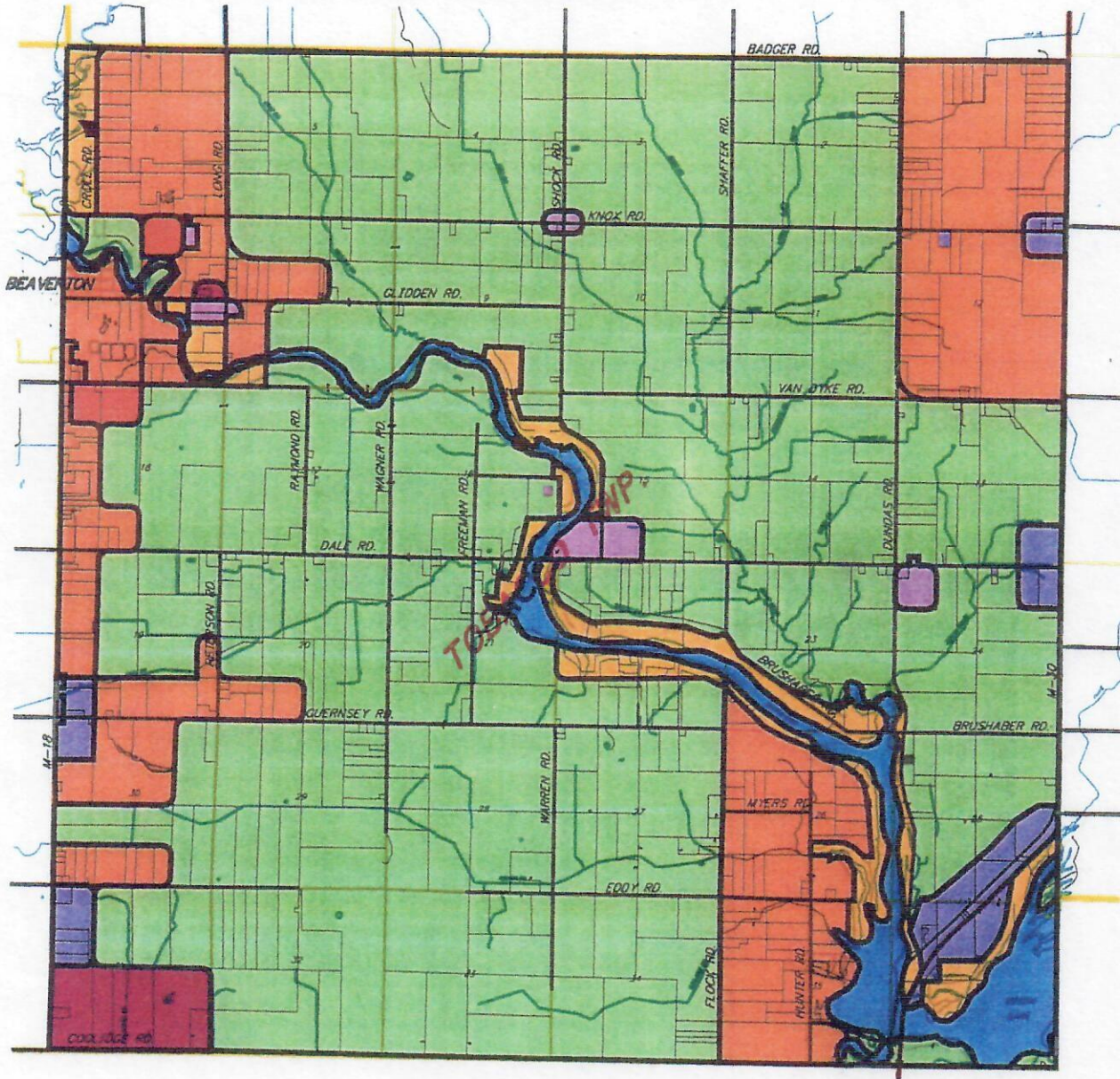
The agricultural and wooded land use classification category was added to the Township. This category was added in the future. These two categories are included in the future land use because the goal of the Township and its residents is to protect and sustain these land resources. Overall, the land use categories of the Johnson Township.

and industrial while providing a cohesive and planned for residential. In order to accommodate the two major changes and allow for the future land use map to be used to control the land use. Commercial land use has been divided into two categories: neighborhood commercial and regional commercial. The purpose of the neighborhood commercial classification is to allow for commercial uses which require a level of service to a home neighborhood or serving local residents such as restaurants and retail stores. The also allow for the operation of markets and other commercial uses not located on the highway.

The regional commercial classification is designed for commercial uses located on the highway and general retail stores and more intense commercial uses such as large retail stores. The commercial land use designation has in-

# future land use map

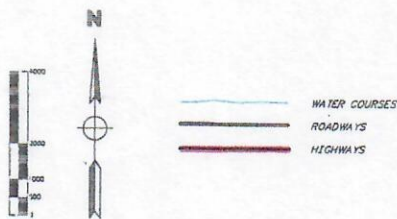
The future land use map will help guide the development of the Township and should be used when considering rezoning issues.



TOBACCO TOWNSHIP  
T. 17 N. - R. 1 W.  
GLADWIN COUNTY, MICHIGAN

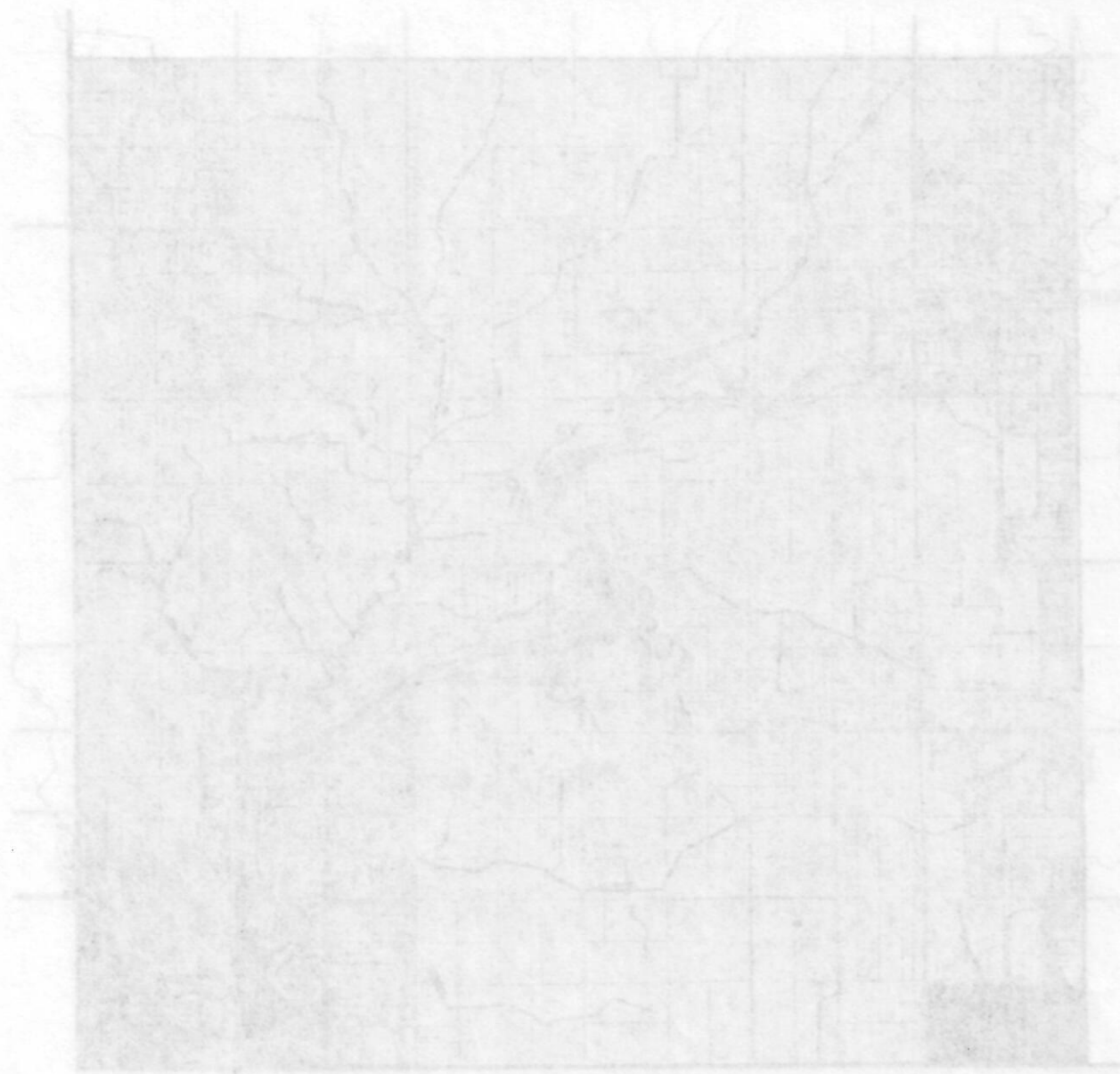
## LEGEND

- INDUSTRIAL
- AGRICULTURAL/WOODED
- WATERFRONT RESIDENTIAL
- SINGLE FAMILY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- NEIGHBORHOOD COMMERCIAL
- REGIONAL COMMERCIAL
- TOBACCO RIVER



# future land use map

future land use map showing the development of the  
county and the use of land for various purposes



- Legend
- Water
- Residential
- Commercial
- Industrial
- Public Use
- Open Space
- Other



# *implementation*

implementing the goals, objectives and recommendations of this plan is an ongoing process.

We have looked at all the background information regarding Tobacco Township. The Planning Commission has spent eight months discussing the issues and receiving input from citizens in the form of a community opinion survey, public meetings and a facilitated community meeting. The survey results were clearly focused on maintaining the rural character and agricultural base while encouraging a mix of new housing with new commercial and industrial growth.

From this extensive input, the Committee has compiled a thorough, well thought out document that has assembled the community's collective thoughts and facts about the Township. **This Land Use Plan can now serve as a decision making guide for years to come.**

The Plan is intended to be used by all Township officials, Planning Commission members, Zoning Board of Appeals members, those making private sector investments and by all the citizens interested in the future development of the Township.

Completing a Land Use Plan is the foundation of the community planning process. The implementation of the Plan's goals, objectives and recommendations is the next step. This is an ongoing effort and can only be achieved through cooperation of the Township officials, the citizens and the private sector.

Key steps for the Plan implementation include:

1. Community knowledge and support of the Plan
2. Zoning and Building Code updating and enforcement. Zoning must follow the concepts expressed in the Future Land Use map or both the Land Use Plan and Zoning Ordinance lose their effectiveness and enforceability.
3. Use of available preservation and conservation development incentives in zoning and land use activities such as river protection and open space requirements in developments.

## *Community Support*

It is important the general public be aware of and understand this planning document. The Township has taken steps to ensure orderly future development for Tobacco. The plan should be promoted to the citizens to foster support. Lack of citizen understanding can hinder the implementation process, although Tobacco residents are very active in the development of their community as expressed in their thoughts in the community opinion survey.

There are several ways to increase citizen awareness:

1. Keep the plan visible and available for citizens use at all Township meetings.
2. Seek media attention regarding the Plan and the public hearing for the Plan.
3. Display the Land Use Plan at the Township Hall or local gathering place.
4. Cite the Land Use Plan in Planning Commission and Zoning Board of Appeals decisions to establish the Plan as the justification as well as the accepted development path for the Township.

### *Code Updating and Enforcement*

The zoning ordinances and zoning maps must correctly reflect the goals and land use areas identified in the Land Use Plan. These documents must work together. Without this, the desired community results will be difficult to achieve.

The zoning ordinance accomplishes many things; it separates incompatible uses of the land, protects property values, dictates development spacing, protects natural resources and prevents overcrowding of the land.

There are numerous zoning concerns that have surfaced during the Land Use Planning process, ranging from nonconforming uses to tracts of land improperly zoned given the Land Use goals as expressed in this document.

A thorough review of the zoning should be done to address any inconsistencies and outdated aspects. In addition, the zoning map should be updated to correct inconsistencies among zoning districts and show current zoning categories.

Consistent enforcement of the zoning ordinances and building codes are the next tools used to implement the Plan. The Zoning Board of Appeals, the Ordinance Enforcement Officer, and the Building Inspector should be knowledgeable of the Plan and its intentions. Much of the community's goals can be realized and implemented from strict adherence and enforcement of codes.

### *Use of Development Incentives*

The Township Board and Planning Commission members must take an active role to propel the desired development or limit development within a community. This can include grant requests, tax issues, special assessments, and develop-



ment incentives. To keep a community vital, local government must be aware of all of the tools at hand. In many cases it can prove beneficial to work with a developer or the private sector to spur the desired development.

Some of the incentive tools available for such codevelopment are:

1. The TEA-21 Program, using transportation funding
2. Michigan Land Trust Fund through the Department of Natural Resources
3. Clean Michigan Initiative Funding for recreational and waterfront improvements
4. Brownfield redevelopment, through a County Brownfield Redevelopment Authority

ment incentives. To keep a community vital, local government must be aware of all of the tools at hand. In many cases it can provide benefits in cooperation with a developer or the private sector to spur the desired development.

Some of the incentive tools available for such developments are:

1. The TEV-51 Program, using transportation funding
2. Michigan Land Trust Fund through the Department of Natural Resources
3. Clean Michigan Incentive Funding for recreational and watershed improvements
4. Growth-oriented development through a County Growth Incentive Program

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## General Comments about Tobacco Township

What do you think of when you think of Tobacco Township?

- used to be rural, now changing/growing; poorly organized
- rural and peaceful

What do you like about Tobacco Township?

- just like it is -- control growth -- hold population level
- quiet, farmland
- progress does not equal growth
- small town atmosphere
- friendly people, familiarity
- home, longevity, family
- laid back
- large lots, open space
- country community
- lake front
- water recreation
- close to towns, but rural, available
- adjoining township
- fire protection
- good schools

What do you dislike about the Township?

- noise on river/lake
- need more retail in Beaverton
- no need to pave all roads
- gravel roads are poor
- Dale Road needs a speed zone
- need police patrol
- sewage overflow from Gladwin to Cedar River
- need sewer system on waterfront
- lack of natural gas on Hughes, other roads
- Ponding on Dale Road
- Danger on Dale Road - snow, rain, speed
- Too many boats at Dale Bridge (high bank)
- Trespassers at boat launch
- Unreasonable expectations of newer residents

## Residential Issues

- demand for housing both seasonal and year round
- people retire here
- some double-wides and modular homes
- want to restrict large development
- want large lots
- too small of lots now, with regards to septic systems
- river lots too small, 40' - 50'
- Knox and Vandyke Road has some poor housing
- generally good
- possible PUD/Conservation Development
- condo Sites - issues
- look at land division reviews
- senior citizen housing; some in beaverton and some on Knox Road

### **Agricultural Issues**

- preserve agricultural land - space need, food production
- don't prohibit farmers from selling land
- consider additional zoning classification to separate agricultural and residential users
- need zoning provisions to protect farming operations from residential complaints

## Commercial Issues

- possibly need some commercial along M-18, M-30 and Dale Road
- have one existing commercial district
- possibly a second type of commercial classification for main highways
- look at home occupations in zoning ordinance
- limited commercial in selected areas
- need a variety of commercial areas, i.e., C1, C2, C3
- keep commercial away from residential; possibly separate with buffers, limit hours
- sprinkle commercial throughout township, with offices, services, stores
- every area does not need every use



## Industrial Issues

- want light industrial on M-30 or M-18, class A road
- most related to marine development
- could use an industrial park
- no need for industrial, not natural site for industrial
- won't develop without infrastructure
- annex land for individuals and keep portion of tax base
- be sure to show plan for location of heavy industry

## Major Features

- Wixom Lake, developed, need some lake regulation
- Tobacco River, some potential new development, put regulations on river land
- wooded land, allow for future use
- M-30 and M-18, difficult to cross from M-18 to M-30, look at limited crossing

**Other Issues**

Riparian rights -- access case in Traverse City; address this in Township

10/10/2010  
10/10/2010

**General**

1. The Tobacco River and its tributaries are important to the Township and should be protected by limiting development.

- a) strongly agree 53 (30%)
- b) agree 55 (31%)
- c) no opinion 14 ( 8%)
- d) disagree 49 (28%)
- e) strongly disagree 6 ( 3%)

2. Tobacco Township should grow in population and development.

- a) strongly agree 21 (12%)
- b) agree 75 (42%)
- c) no opinion 29 (16%)
- d) disagree 41 (23%)
- e) strongly disagree 14 ( 7%)

3. Tobacco Township should remain rural and residential in character.

- a) strongly agree 51 (29%)
- b) agree 61 (35%)
- c) no opinion 23 (13%)
- d) disagree 34 (20%)
- e) strongly disagree 5 ( 3%)

**Township Regulations** - These statements deal with issues the Township can oversee and/or regulate.

1. There should be a restriction on the number of operable/unlicensed cars on private property.

- a) strongly agree 100 (56%)
- b) agree 53 (30%)
- c) no opinion 8 ( 4%)
- d) disagree 7 ( 4%)
- e) strongly disagree 10 ( 6%)

2. Private property should be required to be maintained in a way to avoid nuisances, eyesores and health or safety hazards.

- a) strongly agree 110 (65%)
- b) agree 49 (24%)
- c) no opinion 6 ( 4%)
- d) disagree 5 ( 3%)
- e) strongly disagree 8 ( 4%)

**Other Issues**

What do you like about Tobacco Township?

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What do you dislike about Tobacco Township?

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Why do you live in Tobacco Township?

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The following questions are for classification purposes only and will be confidential. Circle the appropriate response.

Age (circle one)

- 18-24 0 ( 0%)
- 25-44 37 (21%)
- 45-64 79 (44%)
- 65 and older 62 (35%)

I have lived in the Township:

- a) less than a year 2 ( 1%)
- b) less than five years 26 (15%)
- c) less than 10 years 28 (16%)
- d) more than 10 years 119 (68%)

I/we:

- a) own property in Tobacco Township. 155 (97%)
- b) rent property in Tobacco Township. 0 ( 0%)
- c) own and rent property in Tobacco Township. 5 ( 3%)

What do you think about Tobacco Taxation?

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\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_

Why do you live in Tobacco Taxation?

\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_

The following questions are for classification purposes only. Circle the appropriate response.

How often do you...
a) 0-10%
b) 11-20%
c) 21-30%
d) 31-40%
e) 41-50%
f) 51-60%
g) 61-70%
h) 71-80%
i) 81-90%
j) 91-100%

I have lived in the...
a) less than 5 years
b) 5-10 years
c) 11-20 years
d) 21-30 years
e) 31-40 years
f) 41-50 years
g) 51-60 years
h) 61-70 years
i) 71-80 years
j) 81-90 years
k) 91-100 years

How...
a) very much in Tobacco Taxation
b) somewhat in Tobacco Taxation
c) not much in Tobacco Taxation
d) not at all in Tobacco Taxation

The following items and features are typical to the tobacco and should be indicated by circling.

Development
a) strongly agree 50 (100%)
b) agree 33 (33%)
c) no opinion 11 (11%)
d) disagree 1 (1%)
e) strongly disagree 5 (5%)

Tobacco Taxation should grow in population and investment.

a) strongly agree 50 (100%)
b) agree 33 (33%)
c) no opinion 11 (11%)
d) disagree 1 (1%)
e) strongly disagree 5 (5%)

Tobacco Taxation should remain at the same level as...

a) strongly agree 50 (100%)
b) agree 33 (33%)
c) no opinion 11 (11%)
d) disagree 1 (1%)
e) strongly disagree 5 (5%)

Tobacco Taxation - These statements deal with how the tobacco can cover other things.

It should be a restriction on the number of...
a) strongly agree 50 (100%)
b) agree 33 (33%)
c) no opinion 11 (11%)
d) disagree 1 (1%)
e) strongly disagree 5 (5%)

Private property should be required to be...
a) strongly agree 50 (100%)
b) agree 33 (33%)
c) no opinion 11 (11%)
d) disagree 1 (1%)
e) strongly disagree 5 (5%)

a) strongly agree 50 (100%)
b) agree 33 (33%)
c) no opinion 11 (11%)
d) disagree 1 (1%)
e) strongly disagree 5 (5%)

What do you think about Tobacco Taxation?

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\_\_\_\_\_
\_\_\_\_\_